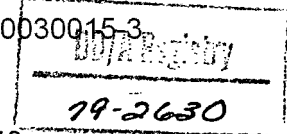


CONFIDENTIAL



7 August 1979

MEMORANDUM FOR: Mr. Clifford D. May, Jr.
Acting Deputy Director for Administration

FROM :

SUBJECT : Working Married Couples - Final Report

1. Attached is the final report prepared by the working group which was convened at Mr. Blake's request. In its report, the working group offers ten recommendations for further consideration by Agency management.

2. I have prepared, and attached to this memorandum, copies of the report for forwarding, with your concurrence, to the following:

- °Office of the Deputy Director for Central Intelligence
- °Office of the Director of the National Foreign Assessment Center
- °Office of the Deputy Director for Operations
- °Office of the Deputy Director for Science and Technology
- °Chairman, Federal Women's Program Board
- °Chairman, Office of Finance FINMAG

The latter two addressees have requested copies of this report.

I have classified the entire report CONFIDENTIAL because it contains occasional references to Agency assignment policies and population information.

Distribution:

Original - DDA

1 - Chairman, FWPB

1 - Chairman, FINMAG

CONFIDENTIAL

Page Denied

CONFIDENTIAL

TABLE OF CONTENTS

PURPOSE -----	Page 1
INTRODUCTION -----	Page 2-5
ISSUES AND RECOMMENDATIONS -----	Page 6-15
LWOP -----	Page 6-8
RECOMMENDATION NO. 1 -----	Page 8
RECOMMENDATION NO. 2 -----	Page 8
RECOMMENDATION NO. 3 -----	Page 9
CONTRACT vs STAFF EMPLOYMENT -----	Page 9
RECOMMENDATION NO. 4 -----	Page 9
RECOMMENDATION NO. 5 -----	Page 10
RECOMMENDATION NO. 6 -----	Page 11
LACK OF INFORMATION -----	Page 11 & 12
RECOMMENDATION NO. 7 -----	Page 13
RECOMMENDATION NO. 8 -----	Page 13
LACK OF AGENCY-WIDE POLICIES -----	Page 13
RECOMMENDATION NO 9 -----	Page 14
BENEFITS AND ALLOWANCES -----	Page 14
NEPOTISM -----	Page 14
RECOMMENDATION NO 10 -----	Page 15
CONCLUSION -----	Page 15

CONFIDENTIAL

CONFIDENTIAL

PURPOSE

As a result of the identification by the Office of the Director of Central Intelligence of a potential problem regarding the assignment of working married couples overseas, a working group was formed in October 1978 to review the current policies, practices and problems associated with working married couples, specifically when either or both spouses are employed by the Central Intelligence Agency. The working group was comprised of representatives of the DDA, the DDO, the DDS&T and the Federal Women's Program Manager. Interviews were held with career management personnel and with other offices directly concerned with the field assignment of Agency employees. No interviews were held directly with the general Agency population, although the working group noted a deep interest in the subject during conversations with individual employees. An interim report was written on 9 November 1978. The complete and final report is contained in the following pages.

The discussion, findings and recommendations given herein represent the opinions of the participants of the working group and have not been coordinated in advance with any office within the Agency.

The working group was provided materials and information by the Federal Women's Board. That Board has requested a copy of this final report.

CONFIDENTIAL

CONFIDENTIAL

INTRODUCTION

A major and growing concern of both employee and employer is the problem faced by both when the employment requires the physical relocation of the family. What has fostered the growth of this problem is the basic need for additional personal income and relatively recent changes in attitude of and toward career women. The possible reassignment of either working partner in a marriage to a distant location presents the family with a major decision involving the family finances as well as the career aspirations of one or the other spouse. Simply stated, two careers and two incomes within the same family with no possibility of relocation may provide satisfying lives for both, but the introduction of reassignment to another locale for one of the spouses presents major problems. Accepting the reassignment will reduce the family income and, perhaps, end the career of the other spouse, whereas not accepting can have a negative affect on the career of the employee who declines the assignment. The problem faced by the employer is one of the employee mobility. By accepting the employee's decision to remain in place, the employer must also accept the resultant problem of reduced employee mobility. What then follows is a setback to the desired goal of selecting the best qualified candidate for a specific assignment. The options available to the employer are actually limited to three:

- 1) make directed assignments
- 2) create sufficient incentive to relocate, or
- 3) face the problem of reduced mobility as a new problem.

CONFIDENTIAL

~~CONFIDENTIAL~~

The working group found that very limited data is available on the number of working married couples within the Agency. It is doubtful that the true number of working married couples within the Agency could be determined short of an Agency-wide poll of its personnel. The consensus of the working group is that the expense of such a poll in terms of both money and morale is not justified. Even if a poll were taken, the result would most likely parallel the results of a survey made within the DDO in August 1978. Those conclusions were:

- 1) there is a significant number of working married couples within the DDO
- 2) the number of working married couples within the DDO is greater among the lower grades (from 6% at the GS-15 level to 17% at the GS-11 level), and,
- 3) the problem is likely to increase as the current generation of senior employees phases out and is replaced by younger employees with a higher percentage of spouses working in the Agency.

25X1

Even in the absence of hard Agency-wide statistics, the first conclusion reached by the working group very early in its review of the subject was: the assignment of working married couples is a significant problem within the Agency and, without official recognition of the problem and some changes to current policy and procedures, the problem can only become worse.

If employees cannot be encouraged to relocate, staffing field positions will become increasingly difficult. A policy of directed assignments is not the best answer. The real question, then, is whether or not the Agency is doing all it can to provide a sufficient degree of incentive for employees selected for a particular assignment to accept that assignment.

~~CONFIDENTIAL~~

CONFIDENTIAL

The working married couple problem within the Agency has been traditionally centered upon the wife who also works for the Agency but, with increasing frequency, as women become a larger part of the working force, it will affect husbands more in the future. Where, in the past, the wife was a clerical employee, there was a certain flexibility permitted in assignments. The trend toward more wives gaining professional status is expected to exacerbate the current problem in the assignment of the couple to the same location.

It would be easier to make the point by offering, as an example, the typical historical case of the working wife who is an employee at Headquarters. Upon notification that her husband is being considered for assignment to the field, she seeks information about possible employment at the husband's post of assignment. The first problem she faces is the lack of a central point within the Agency for field employment information. In addition, the accuracy of any field employment information eventually obtained is usually dependent upon the degree of attention, interest and experience on the part of the one giving out the information. This presents the second major problem: weeding out the misinformation to arrive at the true facts. The degree of confusion and accuracy varies widely in the information now being offered regarding official Agency policy, the opportunities available to working wives for employment in the field and reemployment prospects upon return from the field.

Assuming the husband is interested in the field assignment, the working wife must select from one of the following alternatives:

- 1) seek staff employment at the same location (usually not available)
- 2) opt for leave without pay and hope for contract employment at the same location (often unavailable but if it is available it is usually at a lower rate of pay than her current position),
- 3) encourage her husband to turn down the assignment (at some risk to the pace of his career growth),

CONFIDENTIAL

CONFIDENTIAL

- 4) seek staff or contract employment with the Agency at another location,
- 5) seek other employment at post, (in another field perhaps),
- 6) remain at home while her husband is in the field, or,
- 7) resign.

Of the above, for obvious reasons, most would select #2 above and hope for the best. This option is discussed in greater detail later.

There is one general cautionary note that must be borne in mind when seeking to improve the lot of the working married couple and that is the eventual effect upon assignments of single persons or employees whose spouses do not work for the Agency. The assumption often made is that working married couples will be assigned to the larger stations where positions are more plentiful as well as flexible, and that other employees may be assigned to the smaller or less desirable stations. This concern must be addressed in the assignment process to minimize any adverse impact on other employees.

These general remarks indicate that with more attention given to the problem and some changes made to general policy, the Agency can make field assignments more attractive to its employees. Other, more detailed discussions on specific issues are contained in the following pages.

CONFIDENTIAL

~~CONFIDENTIAL~~ISSUES AND RECOMMENDATIONSLeave Without Pay (LWOP)

The unassigned working married spouse, failing to locate a staff or contract position in the field, and who wishes to accompany the spouse, faces the option of either resigning or taking leave without pay. In many instances, the spouse on LWOP has been able to work on contract at the post of his or her spouse's assignment. In most cases, and especially in those involving a professional or clerical employee above the grade of GS-7, the spouse working on contract has had to take a cut in pay and often has been able to obtain only a contract which limits employment, usually to thirty hours per week. Taking LWOP has had other disadvantages as well:

- 1) The employee on LWOP to accompany the spouse to the field has no guarantee of staff re-employment upon return to Headquarters or if a staff job becomes available at post. In effect, the employee waives all re-employment rights and guarantees upon signing the "Memorandum of Understanding", Form 3510 (Tab A).
- 2) The employee returning from LWOP, having accompanied a spouse to the field, is not guaranteed the same grade held before going on LWOP. There have been complaints in the past from employees who were rehired at a lower grade than that held previous to LWOP, and the reason most often given was that the Agency did not make the necessary effort to help the employee regain the former grade.

~~CONFIDENTIAL~~

CONFIDENTIAL

- 3) While the Headquarters Notice 20-827 (Tab B) of 8 June 1978 is a step in the right direction, there are other LWOP problems which remain. The requirement for interspersing LWOP grants with assignments as a staff employee of at least three years duration gives the Operations Directorate, in particular, much less assignment flexibility that it requires. Operations Directorate employees are frequently not able to remain at Headquarters for three years between field assignments, thereby automatically disqualifying many spouses from further LWOP. There are also problems which stem from the requirement to complete two years of the new three-year trial period of employment in order to qualify for LWOP.

In cases where the working married couple refuses an assignment requiring one of the partners to take LWOP, one or both partners run the risk of being classified as "immobile" with resultant detrimental consequences to their own advancement and careers. Thus, even though both partners may be willing and able to serve in the field, the fact that the Agency does not or cannot find jobs for both at the same location makes them career deficient. This may be the case even though both may be very talented with previously strong career patterns and records of highly proficient performance. The only other alternative is for the working married couple to take separate assignments. While this is acceptable to some, most are probably unwilling to do so.

It is recognized that in many instances it will be impossible to find positions in the same location for both partners of a working married couple. In an effort to encourage these couples to accept field assignments, where one member of the couple will be forced by circumstances to abandon his/her career for the duration of the tour, the Agency should consider amending its LWOP policy, as outlined later in this paper. Subsequently, the Agency would be able to accommodate better some of the unique problems of married working couples which lead to reduced mobility.

CONFIDENTIAL

~~CONFIDENTIAL~~

It is recognized that the Agency cannot guarantee continued employment to any employee, however, we question the need for the spouse who takes LWOP to sign the "Memorandum of Understanding" which, in effect, waives all future employment rights.

For example, employees who take leave without pay for maternity reasons or to continue an education, are assured of their employment and the same salary grade upon return to work after the period of leave without pay. However, spouses who take leave without pay to accompany a sponsor to the field are not given the same guarantee of reinstatement to staff status at the former grade and responsibilities upon return to Headquarters. They are, however, given "first consideration by the parent organization for any vacant position for which qualified." Even this statement in Headquarters Notice [] is interpreted in differing ways throughout the Agency by individual offices, resulting in an uneven application of what is stated as Agency policy.

25X

In other agencies there is no distinction between the rights of those who go on leave with pay and those who go on leave without pay; both have guaranteed rights to their position from which leave was granted.

RECOMMENDATION NO. 1: Agency management should re-examine the need for the working married spouse going on leave without pay to sign the special "Memorandum of Understanding" (Tab A) as currently written, and consider treating all leave without pay situations on an equal basis within the Agency.

RECOMMENDATION NO. 2: The Agency should establish a policy giving absolute priority on all vacancies to those employees returning from LWOP.

~~CONFIDENTIAL~~

CONFIDENTIAL

RECOMMENDATION NO. 3: The Office of Personnel should be tasked to provide information annually to the DDA which would report on the number of employees taking LWOP during that year; the number subsequently employed in the field, and in what capacity; the number who were successfully placed at Headquarters upon return from LWOP; those problems that arose in placing these employees; and any other information that would enable Agency management to assess the trends and developing problems concerning LWOP.

Contract vs. Staff Employment

When a staff spouse on LWOP is hired in the field to fill a full-time vacancy, the grade of the staff spouse should be determined by the duties of the position and the spouse's demonstrated qualifications to perform the duties. There should be no arbitrary grade limit.

If the grade of the position is lower than that previously held by the employee, the hiring component should be required to consider PRA as a mechanism to temporarily accommodate the employee. If PRA is somehow not feasible, the hiring component should also be required to consider temporary downgrading with salary retention [redacted] [redacted] for the duration of the tour. The Task Force believes that most Agency personnel with the potential to be affected by these mechanisms are unaware that such hiring techniques are possible.

25X
25X

RECOMMENDATION NO. 4: The use of PRA and temporary downgrading with salary retention should be explored and encouraged in order to accommodate staff employees accompanying spouses for the duration of the sponsor's field tour.

9
CONFIDENTIAL

CONFIDENTIAL

If a full-time position simply is not available, and the staff employee on LWOP is offered a contract position, the Task Force believes that the employee is currently at a disadvantage in having no precise counseling, in advance of signing the contract, of the ramifications and possibilities of the contract itself. For instance, it is possible to have written into a contract that Federal retirement benefits can be deducted from the salary in lieu of Social Security, permitting the spouse to accrue both service time and deposits into the retirement fund. As another example, employees are often not aware that a staff employee who accepts contract employment in the field also must be recleared and reprocessed upon return to Headquarters in order to be reinstated as a staff employee - a potential delay of 30 to 90 days in EOD date. There are enough ambiguities and questions encountered in the writing of a contract in the field to pose some real difficulties for the prospective employee.

When a position becomes available in the field, it would appear to be more cost effective for both the Station and Headquarters to survey the talent available at the field location, including staff employees on LWOP, before requesting PCS staffing from Headquarters. It is not clear that this is commonly done at the present time.

RECOMMENDATION NO. 5: Agency policy should direct that when a vacancy becomes available in the field, both Headquarters and the Station should first review locally available personnel, i.e., Agency staffers on LWOP, Agency staffers working as contract employees, before requesting PCS staffing from Headquarters. This should include those spouses scheduled to arrive at the field location in the time frame when the position will be available.

CONFIDENTIAL

CONFIDENTIAL

While perhaps tangential to the problem of working married couples, the Task Force had its attention brought to the problem of wives who were not Agency staff employees but who have worked in the field under contract and upon return to Washington seek employment as staff employees. For example, wives of Office of Communications personnel often serve numerous successive field tours and may have ten or more years experience under contract. Upon return to Headquarters they must "stand in line with new recruits" to process into the Agency, and await security and medical clearances. The Task Force does not believe that it is feasible to waive any of these requirements, but suggests processing could be expedited and could be begun in the field for these employees.

RECOMMENDATION NO. 6: Spouses of Agency employees with field contract experience, upon applying for staff status at Headquarters, should be given preferential and expeditious processing through the security and medical clearances, and should have their previous experience weighted into their grade/step whenever possible.

Lack of Information

The Agency's working married couples are unable to readily identify job opportunities that will permit them to work together at field posts. The Agency also does not adequately inform its working married couples of the options available to them with regard to employment in the field. Confusion and misunderstanding usually prevail as regards the availability of jobs for spouses, part-time work, leave without pay status, contracts, benefits and allowances, and other policies concerning the employment of spouses in the field. Moreover, individuals seeking information on these topics often do not know where to go for answers.

Component personnel offices or personnel evaluation and management staffs (PEMS) are normally the points of contact for obtaining information of this nature. However, the quality and extent of information available or given in these offices vary widely. There are instances in which a working spouse is told something different (in discussing contract employment, for example) than is told to another person in essentially the same situation. Often there is

CONFIDENTIAL

CONFIDENTIAL

no information available at all on job opportunities in the field outside of the station (i.e., in the Embassy, in another official U. S. installation, in the U. S. community, in the foreign community, etc.).

It is evident that improvement is needed in the dissemination of information concerning all aspects of employment in the field for working spouses of Agency employees assigned to a field post. Additionally, there appears to be a need for more extensive counseling for working married couples on their career options when service in the field is a necessary part of the job of one or both.

The Department of State, which has problems similar to our own in assigning employees abroad, is approaching the task of information/dissemination and counseling for its foreign service personnel through two facilities: a Family Liaison Office and an Overseas Briefing Center. The Family Liaison Office provides a broad range of information for employees serving abroad. It is also undertaking a job referral role which includes a talent/skills bank computer file of employee qualifications. Overseas, the Family Liaison Office plans to provide assistance, information, job referral service, etc., through Family Liaison Officers at post. The second office, the Overseas Briefing Center, provides information on overseas posts and conducts orientation courses for employees going abroad and for those returning from overseas as well.

Two options come readily to mind in considering ways that the Agency can improve its mechanisms for distributing information on employment in the field and related considerations of concern to working married couples. One approach would be to revamp current procedures in personnel offices to enable these offices to render this service more adequately. Another approach would be to establish a central office or reference point to collect and disseminate information related to employment in the field and to provide or arrange counseling for working married couples pursuing careers involving service in the field. A central skills bank containing information on spouses would assist assignment officers in matching spouse skills with available job openings in field posts. A pamphlet or written brochure containing information on contract employment, benefits and allowances, and other information of concern to working spouses would be useful in providing uniform and consistent information to working spouses both at Headquarters and in the field.

CONFIDENTIAL

CONFIDENTIAL

RECOMMENDATION NO. 7: A central office or reference point should be established within the Agency to collect and disseminate information related to employment in the field and to provide or arrange counseling for working married couples pursuing careers involving service in the field.

RECOMMENDATION NO. 8: To clarify much of the misunderstanding and confusion which many employees now have, the Office of Personnel should publish a fact sheet outlining the types of contract employment available and a brief description of each.

Lack of Agency-Wide Policies

One of the first efforts of the working group was to identify current Agency policy on issues affecting married working couples. This proved to be more difficult than anticipated.

The working group was unable to locate an Agency-wide general statement regarding the employment and assignment of working couples. On other issues such as nepotism, separate tours and LWOP, components were found to have differing interpretations and thus differing practices. Components outside the Operations Directorate appear to experience an information gap on decisions affecting field employment.

In order to insure uniform treatment of employees, Agency-wide policy needs to be established in several areas. The first step should be a general policy statement on field assignments for working married couples outlining the options, similar to the one adopted by the Department of State several years ago.

In the future, it would be helpful if, when the Office of General Counsel is requested by one component to provide an opinion on a matter affecting field employment, that this opinion be provided to all Agency components so that all are operating on the same standard.

CONFIDENTIAL

CONFIDENTIAL

RECOMMENDATION NO. 9: An Agency-wide policy statement should be published concerning the field assignments of working married couples. A proposed statement is attached. (Tab D).

Benefits and Allowances

Questions regarding travel entitlements and overseas benefits are certain to arise in connection with PCS assignments overseas of both husband and wife. Basically, the working group concurs in the current Agency policy in that both spouses should receive all salary-related benefits and allowances but that benefits and allowances based upon family status should not be substantially increased using the combined assignments as the basis for the increase. This has been Agency policy for some time and the working group would not recommend a change. Should the rare occasion arise which would require an exception to general policy, current Agency regulations are sufficiently flexible to permit the exception to be made.

Nepotism

One of the problems in assigning working married couples to the field, particularly to small posts, has been the restriction imposed by federal law which prohibits a federal employee from hiring or promoting a relative, advocating such hiring or promotion, to taking any discretionary action which tends to increase the relative's chances of being hired or promoted. The DDA published a change in DDA policy in this regard which apparently applies only to personnel within the DDA. The policy was published as DDA Administrative Notice [REDACTED] The working group was unable to locate an Agency-wide publication on this subject.

25X

CONFIDENTIAL

RECOMMENDATION NO. 10: Agency management should review the subject of nepotism within the Agency, especially in connection with the employment of spouses to the field where size of the post of assignment may require that one spouse supervise the other, and provide a single policy similar to that contained in DDA Administrative Notice NO. 78-11 which will apply to all employees equally within the Agency.

CONCLUSION

In order to be effective, policies regulating the assignments of Agency employees must be altered to agree not only with changes to the Agency's mission but also to agree with changes within the societal fabric which affect the working population as a whole. The working group has been able to identify some of the problems and to offer some recommendations for change but it also recognized that the problem of placement and retention of qualified and skilled professionals, most of whom were selected and trained at great expense, is a subject which deserves the immediate attention of the Agency's professional personnel and career management specialists. If no change is made, the Agency may eventually be forced to lower its personnel selection standards, both when filling positions from within and when seeking new applicants for hire.

CONFIDENTIAL

ADMINISTRATIVE INTERNAL USE ONLY

TAB A

MEMORANDUM OF UNDERSTANDING

Upon Being Granted LWOP to Accompany Spouse to a Field Installation

I understand that in view of the necessity to discontinue my active duty employment in order to accompany my spouse on a field assignment I will be carried on Agency rolls on LWOP for a maximum of three years; that my LWOP will begin upon the expiration of all accrued annual leave and will terminate when my spouse reports for duty at Headquarters after the field assignment, or at the end of three years, whichever occurs first.

I understand that my return to active duty will be subject to the availability of an appropriate position and will be at the grade level of that position should it be below my current grade.

I also understand that should no suitable requirement for my services be found upon my return and availability for active duty at headquarters my staff employment will be terminated.

Signature

Date

EXEMPT FROM
FREEDOM OF INFORMATION ACT

ADMINISTRATIVE INTERNAL USE ONLY